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ABSTRACT

Although there is no federal department of education in Canada, the Government of Canada supports education by providing funds for certain education-related activities in the 10 provincial and 2 territorial departments of education. Because of this financial support, the Federal Government exercises a strong indirect influence on the conduct of education at the provincial level and is continuously involved in educational policies. Each of the provincial and territorial departments of education is responsible for the organization and administration of education at the elementary, secondary, and postsecondary levels within its boundaries. Because of the diverse racial and ethnic population, each province and territory has developed an educational system suited to its historical, social, economic, and political circumstances. Despite the many differences, the 12 educational systems are committed to similar aims including: (1) fostering growth and development of individual students; (2) teaching basic knowledge and skills required for living and learning throughout life; (3) preparing students to become contributing members of society; and (4) providing opportunities to all individuals according to their individual aptitudes, needs, and interests. While no national 'image' of education is articulated, there exists a shared image of education as providing practical means for meeting practical ends. (11 references) (DB)

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NEW TECHNOLOGIES IN CANADIAN EDUCATION

PAPER 1

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AN OVERVIEW OF THE EDUCATIONAL SYSTEM IN CANADA

By Dorothy MacKeracher

Study Coordinator
Ignacy Waniewicz

January 1984

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Papers in the Series

NEW TECHNOLOGIES IN CANADIAN EDUCATION

Paper 1 An overview of the educational system in Canada

Paper 2 Communications and information technologies in Canadian elementary and secondary schools

Paper 3 Communications and information technologies in community colleges in Canada

Paper 4 Communications and information technologies in Canadian universities

Paper 5 Communications and information technologies and distance education in Canada

Paper 6 Communications and information technologies and the education of Canada's native peoples

Paper 7 The provincial educational communications organizations in Canada

Paper 8 Educative activities of the Canadian Broadcasting Corporation and the National Film Board of Canada

Paper 9 Applications of new technologies in nonformal adult education in Canada: Two examples

Paper 10 Canadian cable television and education

Paper 11 Educational applications of videotex/Telidon in Canada

Paper 12 Educational applications of communications satellites in Canada

Paper 13 Educational videodisc in Canada

Paper 14 Educational teleconferencing in Canada

Paper 15 Telehealth: Telecommunications technology in health care and health education in Canada

Paper 16 The high technology industry and education in Canada

Paper 17 New technologies in education in Canada: Issues and concerns

Copies of these papers can be purchased from TVOntario, Box 200, Station Q, Toronto, Ontario, Canada M4T 2T1.

FOREWORD

We dedicate this series to its designer and director, Ignacy Waniewicz. His death on February 21, 1984, has left us with a feeling of immeasurable loss.

With uncanny intelligence, instinct, and energy, Ignacy introduced the first educational television programs in his native Poland in 1957 and rose to the position of Director of Educational Broadcasting. During the mid-1960s, he served as a Paris-based program specialist in the educational use of radio and television, working for UNESCO in Chile, Cuba, Ivory Coast, Upper Volta, Mexico, Egypt, Nigeria, Senegal, Ghana, Great Britain, United States, Switzerland, and Israel. Ignacy shared the experience and insight he gained from this work by teaching and writing in Polish, German, Russian, Hebrew, Spanish, French, and English. His achievements are widely recognized in the broadcasting and academic communities on four continents.

As Director of the Office of Development Research at TVOntario, Ignacy explored his farsighted and consuming interests in adult education, media literacy, television as a primary tool for lifelong learning, and most recently, the educational uses of new technologies. His work did much to shape and guide TVOntario's progress over the last 15 years.

It is with love and respect that we dedicate this series to Ignacy Waniewicz. In its enormous scope, its thorough documentation, its emphasis on concrete results, and its concern with educational issues, this series reflects both Ignacy's vision and his intellectual legacy.

Donna Sharon
for the Office of Development Research

Preface to the Series

NEW TECHNOLOGIES IN CANADIAN EDUCATION

These papers in the series "New Technologies in Canadian Education" are the result of an international commitment. In June 1980, the Third Conference of Ministers of Education of Member States of the European Region of UNESCO adopted a recommendation requesting the member states to carry out joint comparative studies on well-defined problems of common interest in education. At a subsequent meeting of the European Region National Commissions for UNESCO, 14 subjects were agreed on for joint studies.

The theme "New Technologies in Education" was selected as study #11. The 17 countries participating in the study are Austria, Belgium, Denmark, Finland, France, Hungary, Italy, the Netherlands, Poland, Spain, Sweden, Ukrainian SSR, USSR, United Kingdom, as well as Canada, Israel, and the U.S.A. who are also members of the UNESCO European Region. At the first meeting of the national coordinators from these countries, held in October , 1982, at the University of South Carolina in Columbia, South Carolina, U.S.A., a plan was adopted for the study. In the first phase of this plan, the individual countries are to report on the ways in which the new technologies are being used in education. (A brief outline of the international design is available on request.)

The Canadian Commission for UNESCO was requested to coordinate, on an international level, the first year of the study. We are grateful to the Canadian Commission for selecting TVOntario, and the Office of Development Research (ODR) to be in charge of this task. The ODR was also asked to coordinate the Canadian contribution to the study, with financial support from the Department of the Secretary of State. We gratefully acknowledge their assistance.

In preparing the Canadian review of the use of technology in education, the ODR contacted a number of educators, academics, government officials, administrators in educational communications organizations, and others, across the country. It became apparent that there was a strong need for a well-documented account of the uses of both the "older" technologies (e.g., film, audio, television) and the newer technologies (e.g., computers, videodiscs, videotex) in the complex Canadian educational system.

Early in 1983, several types of research activities began simultaneously: designing instruments to gather information from each type of institution or interest group, identifying uses and users of each type of technology, and exploring the areas where Canada's distinctive features predispose toward technological developments. The 17 papers listed on the back of the title page emerged as a result.

Information for these papers was provided by hundreds of individuals expressing their own views or reporting on behalf of educational institutions and organizations, government departments, public and private corporations. We extend to them our sincere thanks.

I would like to acknowledge the contribution made by Thelma Rosen who assisted in the development of the inquiry instruments and played a major role in the gathering of this information. The task of supervising the final editing, production, and distribution of the papers was assigned to Donna Sharon. Her resourcefulness and persistence have contributed greatly to the completion of this series. Sharon Parker typed most of the papers from the initial drafts to their final versions. Her dedication made it possible to complete the study in such a relatively short period.

While the preparation of these papers has been supported by the Canadian Commission for UNESCO and the Department of the Secretary of State, the papers' contents do not necessarily reflect the official views of either party on issues related to technology in education.

Ignacy Waniewicz
Study Coordinator
Director
Office of Development Research
TVOntario

January 1984

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Financial assistance for the preparation of this paper was kindly donated by IBM Canada Ltd.

INTRODUCTION

The Constitution of Canada, which was passed in 1982, reaffirmed the delegation of authority and responsibility for the organization and conduct of education to the provincial and territorial governments. In Canada, there is no federal department of education and no integrated national system of education. Rather, there are 10 provincial and two territorial departments/ministries of education, each of which is responsible for the organization and administration of education at the elementary, secondary, and postsecondary levels within its boundaries.

Canada is a country with a relatively small population in a vast geographic area. The population is ethnically and racially mixed. Persons of British origin account for 40 per cent of the population and those of French origin for 27 per cent. The remainder of the population is composed of smaller proportions of Italians, Ukrainians, Dutch, Chinese, Scandinavians, Poles, as well as people of other European, Asian, and African origins. About 2 per cent of the population are native peoples - Indian, Metis (people of Indian and French origins), and Inuit. Each province and territory has developed an educational system suited to its historical, social, economic, and political circumstances.

Despite the many differences, the 12 educational systems in Canada are committed to similar broad aims: to foster the growth and development of individual students; to teach students the basic knowledge and skills required for living and learning throughout life; to prepare students to become functional and contributing members of their own community; and to help students understand the social and cultural heritage of their community, province, and country. Each province and territory works to achieve these aims by attempting to provide opportunities for each student to learn within a framework best suited to his or her individual aptitudes, needs, and interests, and educational services accessible to all individuals regardless of economic status, race, language, or ability. While there is no clearly articulated "national" image for education, there exists a shared image of education as providing practical means for meeting practical ends.

This paper provides information for those unfamiliar with the fundamental features of Canada's educational systems; it describes both the general patterns and the regional variations in organizing and administering elementary, secondary, and postsecondary education.

FEDERAL RESPONSIBILITY

Although there is no federal department of education, the Government of Canada supports education through financial programs. Because the federal government provides funds for certain education-related activities, it tends to have a strong indirect influence on the conduct of education at the provincial level. Programs funded in recent years include:

- making loans, fellowships, and language grants available to postsecondary students in order to promote equity for less affluent students;

- transferring federal revenues to provinces through a complex funding formula that recognizes provincial priorities, responsibilities, and economic conditions, and that is intended to equalize inter-regional disparities;

- funding the development of social and cultural programs that include the encouragement of minority language students in French or English, and the promotion of Canadian Studies, emphasizing the use of Canadian texts, authors, publishers, and content;

- transferring block grants from federal revenues to provincial revenues for the conduct of postsecondary education;

- granting funds to institutions, businesses, and industries for the development and conduct of selected occupational skill training programs, and to students to assist them with living expenses while they attend such programs;

- funding the various research activities of institutions and individuals in areas related directly and indirectly to educational endeavors and;

- funding citizenship classes and programs in English or French as a second language for recent immigrants.

While there is no federal ministry responsible for education, the provincial ministers of education meet regularly as the Council of Ministers of Education to discuss matters of mutual concern and, when necessary, to present these concerns as a unified body to the federal government. For example, recent changes in policies related to occupational training, which resulted in the National Skills Training Act, were the subject of discussions between the Minister of Immigration and Employment and the Council of Ministers. The Council has no legal jurisdiction over its individual members and functions solely on the basis of influence and consensus.

The federal government, through constitutional authority, is responsible for the education of Canada's native peoples, Indian and Inuit; of the children of armed forces personnel both in Canada and overseas; and of the inmates of federal penitentiaries.

The federal government transfers revenues to the province through various means to assist in the provision of educational services. These transfers are made in the form of block grants which are then included in the general revenues of the provinces. In reporting on financial statistics related to educational services, Statistics Canada notes that, of the $22.6 billion spent on education throughout Canada in 1980-81, some 67 per cent came from provincial revenues, 17 per cent from municipal revenues, 8 per cent from the federal government, and 8 per cent from fees, rentals, and other sources.[1] The federal share reported does not reflect the various transfer payments made for postsecondary education, minority language programs, Canadian studies program, and vocational training. If this amount had been reported, the federal government's share would be approximately 21 per cent, and the provincial share would be reduced accordingly.

Funds spent on educational activities are expected to rise to $32 billion by 1983-84. During 1980-81, the $22.6 billion spent on education represented 7.8 per cent of the Gross National Product and comprised 16 per cent of the total government expenditures. Elementary and secondary education absorbed two-thirds of the total costs, postsecondary education one-fourth, and the balance was allocated to vocational and occupational training.[2]

The federal government is continuously involved in educational policies. Its concerns include maintaining equity in the quality of education from region to region; improving accessibility to educational services for all Canadians; protecting the educational rights of official language minorities; supporting excellence in research and instruction through the provision of grants and fellowships; assisting new immigrants through education-related services, and maintaining and enhancing regional and national heritages.

PROVINCIAL RESPONSIBILITY

The legal, administrative, and financial provision for public education at elementary, secondary, and postsecondary levels is the responsiblity of the provincial and territorial governments. Educational policies are determined through a minister of education and, in some provinces, a minister of advanced or postsecondary education. Ministers are elected members of the provincial or territorial legislature who are appointed to their ministerial positions by the Lieutenant-Governor in Council. They work with deputy and associate deputy ministers (all of whom are senior civil servants) in developing and implementing policies which guide the organization and administration of the educational system.

The policies and powers of the minister and of the ministry or department responsible for education are embodied in school or education acts, and university and college acts. In general, the ministry or department undertakes the supervision of teacher education and certification, the evaluation of educational programs, the establishment of courses of study, the development of approved curriculum or curriculum guidelines for various courses, the selection and approval of textbooks, the establishment of requirements for school graduation, the granting of graduation diplomas, the provision of financial assistance through equalization funding to school boards, the delineation of school board authority and responsibilities, the establishment of rules and regulations governing the election and responsibilities of school board trustees, the delineation of the responsibilities of various education officers, the description of the duties and responsibilities of school principals and teachers, and the rules and regulations regarding compulsory school attendance.

Legislative power entitles the minister to determine how the province will be divided into districts, based on geographic, political, or educational jurisdictions, within which the responsibility for the provision of educational services is vested in a school board. School boards are composed of trustees elected by the local community or appointed by the provincial government as representatives of special interest groups.

Canadian parents have traditionally exercised considerable influence on their childrens' education, directly through their interaction with schools and teachers, and indirectly through the election of school trustees.

All school and education acts require that a school board fulfill certain responsibilities and permit certain administrative leeway in regard to other responsibilities. Such administrative leeway allows the local school board to make certain decisions about the organization and administration of education within their jurisdiction which relate to local needs and resources. Local decisions may be made about the organization of grades into school units, transportation services, the provision of outdoor education, matters related to heritage language classes, the development of local courses of study or of optional units in provincially approved courses of study, and other issues of local importance.

In most school districts, a board of education (composed of professional educators) supervises the day-to-day implementation of educational services within the board's jurisdiction. The chief educational officer of a board of education is usually a director of education, who is also an officer of the board of school trustees. In some provinces, directors of education may be appointed by the department of education with the approval of the minister. In other provinces, the school board appoints the director.

Some provinces supervise and evaluate schools and school personnel through regional supervisors, while other provinces provide regional education officers who are designated as "consultants." Regional personnel assist in the assessment of educational programs, the development of in-service educational programs for teachers, and recommend changes in educational activities to the department.

Special arrangements have been made for the coordination of education in the large metropolitan areas of Toronto and Montreal. Both areas have a two-tiered system in which local or district boards of education work cooperatively through an integrated or metropolitan board which is responsible for allocating financial revenues to each local board on the basis of need and level of responsibility. This system was designed to equalize the financial burden within the larger metropolitan area, while leaving responsibility for the

quality and type of educational services and programs to each local or district board.

TEACHERS

In some provinces, teachers are hired and supervised by, and are responsible to, the department of education which assigns them to appropriate schools with the approval of the local school board; in other provinces, the school boards are responsible for hiring and supervising their own teachers.

Negotiations between teachers and the administration, regarding salaries and working conditions are carried on at the provincial level in those provinces in which responsibility for teachers is assigned to the department of education. In other provinces, such negotiations are carried on between teachers and the school boards. In some cases, both school boards and teachers combine into larger bargaining units. In some provinces teachers do not have the right to strike.

The responsiblity for certifying teachers resides with the provincial department of education. Teachers are usually trained in a faculty of education associated with a university, although some provinces operate teachers' colleges. Each department establishes criteria which determine how a teacher will be certified to teach in its province. In general, the initial or temporary certification is made by the institution in charge of the training. Subsequently, the teacher must demonstrate his or her competence through a minimum number of successful years in professional practice. A beginning teacher is normally supervised by a regional or board supervisor, a principal or a department head. The department of education, when assured that the potential teacher has fulfilled the necessary requirements, will register the teacher and issue a permanent teaching certificate.

In general, teacher training involves study at the Bachelor's level. In most provinces the elementary student teacher graduates with a Bachelor of Education following a four-year course, while the secondary student teacher must first earn a Bachelor's degree in a teachable discipline and then complete one additional year of study in education.

Professional development or in-service education is carried out through faculties of education, the department of

education, various professional teachers' associations, and local boards of education. Departments of education offer summer courses in specialized areas which allow teachers to up-grade their certification or learn new skills. Professional organizations offer workshops, short courses, and collegial conferences. School boards organize professional development (PD) activities for their teachers and conduct these on PD days during which students are dismissed from school. Faculties of education offer up-dating courses for their own graduates and assist local groups of teachers or boards in developing workshops and short courses.

A number of national and provincial associations and federations for teachers, educational administrators, and trustees provide information, conduct forums, and provide a means for the exchange of information within and among various interest groups. Teachers' associations also set professional standards and monitor professional development, assist members to learn about innovations in education, provide opportunities to review and comment on educational policies, and promote interest in education among the general public.

SCHOOL BOARD RESPONSIBILITY

Each school board is responsible for the development, organization, administration, financing, and implementation of educational services within its jurisdiction. Each board must carry out its responsibilities within the mandate set down by the province and within the prescribed curriculum established by the department of education.

Provinces transfer revenues to school boards through a funding formula which is intended to equalize regional disparities in terms of economic resources and to take into account local responsibilities for special services in education, such as the education of large numbers of non-English or non-French speaking immigrants, the transport of children in rural areas, or the provision of services to children with special learning needs.

Across Canada, total financial expenditures made by school boards in 1980 was $12.4 billion, with 66 per cent coming from provincial revenues, 31 per cent from municipal tax levies, 2 per cent from fees, rentals and other sources, and less than 1 per cent from federal sources.[3] This pattern of provincial-municipal funding varies across Canada. Each province has developed somewhat different traditions based on the historical power held by local municipalities at the time each province entered Confederation and on recent changes in provincial legislation. Ontario, Manitoba, British Columbia, Saskatchewan, and Alberta are the only provinces in which local municipalities raise 20 per cent or more of educational revenues through local taxation. Newfoundland, Nova Scotia, Quebec, and the Territories have legislation allowing for the imposition of limited local tax levies for special purposes. Prince Edward Island and New Brunswick recently abolished the right to impose municipal school taxes. In all provinces, the recent trend has been toward an increased reliance on provincial revenues for funding educational activities at all levels of the educational system.

ELEMENTARY AND SECONDARY EDUCATION

Statistics Canada reports that 15,567 elementary and secondary schools operated in 1982-83.[4] This number includes public, private, federal, and special schools. Over 272,000 teachers were employed full-time in these schools. Sixty-nine per cent of elementary teachers and 89 per cent of secondary teachers held a university degree. The average age of elementary teachers was 37 years, and of secondary teachers it was 39 years.

Across Canada, the school year begins in September and ends in June. The number of teaching days is between 190 and 200, with provision made for holidays on Labor Day, Thanksgiving, Good Friday and in most provinces, Easter Monday. Extended vacation days are taken between Christmas and New Year, and in March or April as a "spring break." In each province, a limited number of teaching days are set aside for the evaluation of students, for administrative activities, and for the professional development of teachers.

Children are required by law to attend school for approximately 10 years, between the ages of 6 or 7 years and 15 or 16 years. All provinces make some provision for a pre-elementary grade, usually called kindergarten. This grade is compulsory in Nova Scotia and optional in all other provinces. Children are encouraged to attend kindergarten, particularly those who are defined as educationally or culturally deprived or whose mother tongue is not English or French. Most provinces fund nursery schools which operate independently of the regular schools and support daycare services for working mothers. All children may attend public elementary and secondary schools and pre-elementary classes operated in public schools free of charge.

In all but five provinces, elementary-secondary education consists of 12 grades with grades 1 through 6 being defined as elementary education and grades 7 through 12 as secondary education. At the end of grade 12, successful students receive a graduation diploma. Students can then move into the postsecondary educational system which includes universities, community colleges, and trade or vocational training institutions. In all these provinces, and the two territories, the secondary years are further differentiated as Junior High (grades 7-9) and Senior High (grades 10-12).

Saskatchewan also has 12 grades but organizes groups of three grades into one division: Division I consists of grades 1-3, Division II of grades 4-6, Division III of grades 7-9 and Division IV of grades 10-12. Each school may include two or more divisions according to the needs of the community it serves.

British Columbia also has 12 grades but organizes the elementary grades into Primary (1-3) and Intermediate (4-7); and the secondary grades into Junior-Secondary (8-10) and Senior-Secondary (11-12). The arrangement of grades into schools is based on local need. In some areas of British Columbia, grades 1 through 10 may be located in a local community school, and grades 11 and 12 in a regional school which draws on a larger geographic area. These arrangements vary from region to region.

Nova Scotia requires that children attend a pre-elementary grade called Primary which is considered to be part of elementary education. Therefore, students ultimately attend a total of 13 grades. Graduation follows successful completion of grade 12.

Quebec has six years of elementary schooling (years 1-6) divided into the first (grades 1-3) and second (4-6) cycles; and five years of secondary schooling (years I-V) divided into the first (I-III) and second (IV and V) cycles. Following graduation from the secondary school system, a student in Quebec enters a Collège d'enseignement général et professionnel (CEGEP) to participate in a two-year university preparation course or a three-year occupational preparation course. Unlike other provinces in which attendance at a postsecondary institution involves the payment of fees, a Quebec resident attends a CEGEP without charge if he or she enrolls in the prescribed courses for each year.

Ontario has eight years of elementary schooling (grades 1-8) and five years of secondary schooling (grades 9-13), a system which is currently under revision. The educational curriculum, however, is divided into four levels: Primary (grades 1-3), Junior (4-6), Intermediate (7-10) and Senior (11-13). The intermediate level is intended to serve as a bridge between elementary and secondary schooling. At the present time, a student may earn a secondary school graduation diploma at the end of grade 12 which is the basic qualification required for entry into most community college

diploma programs in the province. A student may go on to earn an "honors" secondary school diploma at the end of grade 13 which is the basic qualification required for entry into an Ontario university. (By 1990, changes in policy will allow a competent student to earn an honors diploma in 12 grades of schooling rather than 13. An honors diploma requires that the student complete six courses at the grade 13 level. Under the new policy, these courses will be referred to as "Ontario Academic Courses" and may be included in the 30 credits a student will need to graduate from secondary school or may be taken separately as part of a thirteenth grade. The assumption is that this system will encourage ambitious and competent students to complete their education in 12 years. It will also allow adult learners, who have never graduated from Grade 13, to complete these six courses on a part-time basis.)

Newfoundland instituted a twelfth grade in 1982 but did not enroll a full class of grade 12 students until the Fall of 1983. In the past, students who had completed grade 11 in Newfoundland could enter Memorial University of Newfoundland (MUN) for their postsecondary education. If they wished to complete their postsecondary education in most other provinces, they were required to complete courses which would be the equivalent of a twelfth grade by entering MUN for one year of study. The first graduates from grade 12 in Newfoundland will emerge in the Spring of 1984.

Language of instruction

Canada is officially a bilingual nation. Under the Constitution and Charter of Human Rights and Freedoms passed in 1982, certain language rights were guaranteed to individuals whose mother tongue was either English or French. "Mother tongue" is defined as the first language learned and still understood by an individual. Responsibility for the provision of educational services rests with the provinces. In effect, each province has had to come to terms with the issue of minority language rights and to decide whether, and how, it will provide for minority language instruction within its legislative jurisdiction.

The term "language of instruction" means the language which is normally used in the instruction offered in all subjects in the curriculum. The majority language, and the

unquestioned language of instruction, is French in Quebec, French or English in New Brunswick, and English in all other provinces and the territories. Minority language rights and practices vary from province to province. In general terms, the following summary describes current conditions.

In British Columbia, Alberta, Newfoundland, Prince Edward Island, and Nova Scotia, classes and/or schools in the minority language may be established by any school board provided there are sufficient numbers of students to form classes. Saskatchewan extends the same rights to the speakers of any language.

New Brunswick is a fully bilingual province and offers a full range of educational services in both French and English. It supports both French and English school boards and the Department of Education offers all services in both languages. Manitoba currently has permissive regulations such as exist in British Columbia and is currently debating legislation which would create a fully bilingual educational system such as exists in New Brunswick.

Ontario, with a large Francophone population, permits the establishment of French language schools and classes by school boards. Legislation recently removed the conditional rider, "provided enough children are available for the formation of such classes." A Francophone student is now entitled to education in French even if he or she is the only French-speaking student within a school board's jurisdiction. Pressure is being placed on the Ontario legislature to declare the province officially bilingual and plans are underway to test the legal right to form Francophone school boards.

Quebec has traditionally had parallel French and English school systems for students from Francophone and Anglophone families. A student is considered to be eligible for instruction in the English language if his or her parents were educated in Quebec in English, if he or she was being educated in English in another province in Canada or if his or her older brothers or sisters were being educated in English in Quebec at the time the French Language Charter was passed (1977). No secondary school diploma may be issued unless a student has a speaking and writing knowledge of French as required by

the language curriculum. Quebec recently introduced legislation to extend rights for instruction in English to persons migrating from provinces which offer fully bilingual educational services.

Rights for instruction in languages other than English or French are traditionally extended to native peoples (Indian and Inuit) for instruction at the elementary level in their home community. Since many students continue their secondary education outside their home community, rights for native language instruction at this level are a matter of local administrative leeway.

Providing language instruction

In all provinces, students may avail themselves of language instruction in both the French and English languages. In some provinces, instruction in the second official language is compulsory, in others it is strongly recommended.

Most provinces provide "French Immersion" programs for non-Francophone students. Such classes are often conducted in conjunction with local Francophone schools or are special French language classes within regular schools. Students receive all their instruction, except English language studies, in French. These classes have emerged as a result of parental concerns that children should become bilingual members of a bilingual country and the federal government's willingness to provide financing. French Immersion courses are also available for adults who wish to become fluent in both national languages.

School districts with students who do not speak either official language provide programs in English or French as a Second Language (ESL/FSL). These programs are intended to help students reach a level of proficiency which will allow them to enter regular classes. Such classes are supported by grants from the federal government and are intended to assist new immigrants in adjusting to Canadian life.

Where large concentrations of new immigrants exist, all of whom speak the same language, the school board may organize classes in which instruction is provided in that language until the students can learn the language of

instruction and be assimilated into regular classes. A school board is not required to provide such transitional services; and the existence of such classes is dependent on local need, the availability of a teacher in the appropriate language, and financial assistance from the province.

In areas where a large concentration of parents wish their children to receive instruction in the mother tongue of the parent (or grandparent), schools often organize "heritage language" classes. Such classes are usually conducted after school or on weekends and may or may not be funded by the school board.

Minority religious rights

The British North America Act of 1867 guaranteed the rights of religious minorities (Roman Catholics and Protestants) to a separate education which would be supported from public funds. These rights were extended only if such minority schools existed at the time the province entered Confederation. Since provinces entered Confederation in different years, the pattern of religious rights for separate schooling also varies. The following general summary describes the current situation.

Newfoundland operates a multi-denominational school system. Provision is made for 15 Roman Catholic school districts, for one school district each for the Seventh Day Adventists and the Pentecostal Assemblies, and for 35 integrated school districts formed when the Anglican, Presbyterian and United Churches agreed to work together. No schools are defined as "separate" and all schools which come under a denominational board receive full public support from provincial revenues. All schools are required to admit students of any religious affiliation.

Quebec operates a school system in which Roman Catholic and Protestant schools are provided in districts where the numbers of students would support such schools. All such schools are publicly funded and are required to admit students of any religious affiliation. Religious divisions tend to follow language divisions. However, in large urban areas, French Protestant and English Roman Catholic schools are provided. Recent legislation still

under debate would eliminate this system, at least at the provincial level.

Ontario allows for separate schools for religious minorities, which are usually Roman Catholic or Protestant. Such schools can claim financial support from provincial revenues only up to the end of Grade 10. Therefore, Roman Catholic schools for students in grades 11 through 13 are classed as private schools. Public, nonseparate schools are expected to be nonsectarian, while public, separate schools are not.

Saskatchewan, Alberta, the Yukon and Northwest Territories all have provision for separate schools. Such schools all receive full financial support from public funds.

Nova Scotia, Prince Edward Island, New Brunswick, and Manitoba do not have provision for separate schools. In all these provinces, administrative leeway exists which allows local school boards to provide separate religious education if enough parents request it.

British Columbia offers nondenominational, public schools only, all of which are supported from provincial funds.

Other types of schools

Private schools. Private schools offer schooling outside the publicly supported schools through a variety of private, fee-charging institutions. These include religiously affiliated or ethnic schools, boarding schools, and "special focus" schools. An example of a special focus schools is one in which the sole activity is to prepare landed immigrants for entry into postsecondary institutions.

If a private school wishes its graduates to receive a graduation diploma from the province in which it exists, it must conform to certain rules and regulations, be inspected yearly, and follow the prescribed provincial curriculum. For example, Quebec pays private schools an amount equal to 80 per cent of the cost for educating the average student in the province.

The enrollment in private schools was approximately 4 per cent of the total enrollment of over five million students in elementary and secondary schools of all types in 1981-82. The number of students in private schools is small in comparison to the public schools; but, while enrollment in public schools has decreased some 14 per cent between 1971 and 1981, enrollment in private schools during the same period has increased by over 53 per cent. Most of this increase took place in Quebec, as a result of restrictive language legislation, and Ontario, as a result of the official designation of grades 11-13 in separate schools as "private" schools. This trend has been accompanied by pressure from parents for public financial support for such schools. Quebec, Saskatchewan, Manitoba, British Columbia, and Alberta all provide private schools with financial assistance or shared-assistance (e.g., for textbooks) of some kind.

Surveys have attributed the increased enrollment in private schools to religious beliefs and language preferences, displeasure with the level of discipline in public schools, dissatisfaction with the academic quality of public education, preference for the individual attention offered in smaller private schools, or a desire for the prestige which may accrue from a private school education.[5]

Special schools. There are four special schools for the blind and 19 for the deaf in Canada. The Metropolitan Toronto School for the Deaf is under the direction of a local school board; the remainder come under provincial jurisdiction or are operated by nongovernmental agencies with provincial support. In some provinces, there are schools for the trainable retarded.

The current trend in most provinces is toward mainstreaming handicapped children within the same schools as other students. This trend is a counter-movement to the practice of segregating handicapped students. Many provinces are now attempting to evaluate the needs of individual "special" students and to propose educational services which meet these needs. In Nova Scotia, teachers in preservice training programs must take courses in special education before they can be certified to teach. In most provinces, the term "special" or "exceptional" student also includes

bright children and pressures exist to provide "enriched" or "advanced" classes for such students.

Federal schools. The federal government operates schools for the children of armed forces personnel both in Canada and overseas, for the inmates of federal penitentiaries, and for Indians and Inuits.

Schools on armed forces bases in Canada follow the established curriculum of the province in which they are situated. English overseas schools follow a special curriculum which is not provincially related for grades 1-8 and the Ontario curriculum for grades 9-13. French overseas schools follow the Quebec curriculum for all grades.

The Federal Department of Indian and Northern Affairs is currently following a policy of turning over responsibility for operating schools within the territorial jurisdiction of Indian bands to the band council, while continuing to provide financial subsidies. In addition, about half the native children attend provincially operated schools and the federal government reimburses the provinces for such services. In the Yukon and Northwest Territories, the federal government cooperates with the territorial departments of education to provide education for native children.

The curriculum

Elementary education. In general, the elementary school curriculum concentrates on basic learning in language, measurement and computational skills, and on broad, general skills and concept learning in the social sciences, the sciences, music, art, and physical and health education. The main task of the elementary school is to help each student acquire the knowledge, skills, and attitudes he or she will require to pursue more detailed study at higher levels. In some provinces, the study of separate disciplines begins as early as grade one, although the learning activities are very general and emphasize the development of conceptual skills (e.g., observing, classifying) and the application of language, computational and measurement skills to whatever is being studied.

Progress through the elementary school system is determined by the classroom teacher and the school principal. Students are rarely held back for failure in a single subject so that the majority of students complete their elementary schooling by progressing continuously from grade to grade. In Quebec, regulations state that a student may remain in the elementary school system only seven years, and must then move on to the secondary system.

Secondary education. In secondary schools, the curriculum is clearly divided into subject or discipline areas. In the lower grades, courses are designed to give students a broad overview of the various disciplines, and most disciplines are compulsory. In the upper grades, courses are designed to allow students to select preferred disciplines and study these in greater depth. Some subjects, such as language studies (English and/or French) and Canadian studies, remain compulsory throughout secondary school. The extent to which each province makes other subjects or disciplines compulsory varies widely. In all provinces a selection of courses is made available within each discipline so that, even if the discipline is compulsory, the student may still select his or her preferences.

Each province establishes the number of credits, in terms of courses or hours, which must be successfully completed to earn a graduation diploma. The required number of credits includes both core (i.e., compulsory) courses, optional courses selected within a required discipline, and a number of electives. Most provinces specify that a number of these credits be obtained in the lower secondary grades, another group in the upper secondary grades, and a select group in the final (i.e., graduation) grade.

Many schools offer courses at various levels of difficulty, ranging from advanced to basic. Some provinces offer regular courses in modified form for students with special needs. In addition, some provinces offer academic courses for students who are proceeding toward university, general or technological courses for students who are proceeding to occupational programs in community or trade colleges, and technical or occupational programs for students who plan to enter the work force immediately. Work-study programs and community-based programs are becoming popular in many areas.

Progress through secondary school is made on the basis of credits obtained in subjects or disciplines rather than by grade level. A student might be taking English or French at the grade 12 level, mathematics at the grade 10 level, and a social science subject at the grade 11 level. The subject teacher and the school principal are jointly responsible for determining how students will be evaluated and what level of work will be required for the granting of a credit. In Newfoundland, Quebec, Alberta, British Columbia, and the Northwest Territories, students in the final year of secondary school must write selected departmental examinations to obtain their school graduation diploma. In Saskatchewan, some students may be required to write a departmental examination in order to obtain the required credit. Such students are those being taught by teachers who are not certifiable as specialists in the subject being taught.

The fact that standardized testing is not carried out in all provinces is viewed as problematic, particularly by postsecondary educators. Those who must determine admissions to universities and community colleges have found that the standards used by various schools and school boards are not necessarily consistent nor predictive of future success in the educational system. There is growing pressure to reinstitute some type of standardized testing for students leaving the secondary system. In lieu of this, some postsecondary institutions, such as the University of Waterloo, have instituted their own entrance examinations, to help determine if students need remedial work in language or computational skills.

Curriculum content for each subject is generally defined by each department of education and a curriculum guide is published which describes this content and the recommended textbooks, and offers suggestions to teachers for teaching activities. Most course outlines describe both required or core content (i.e., activities to be carried out, knowledge, skills, and attitudes to be learned) and optional content. The optional components include the possibility that new topics can be covered for increased breadth of understanding in the subject, that content already learned can be retaught for increased depth of understanding, or that locally defined content or topics can be taught. Locally defined units may ask students to examine local issues, study local resources,

or carry out projects by conducting an inquiry within their local community.

The option also exists in most provinces for the development of locally defined courses of study. Such courses must be approved by the minister of education before they can be implemented in the local school. It is normal procedure for the department of education to require that the school board assess such locally defined courses after two or three years to determine whether they are still meeting a local need which cannot be met through provincially-defined courses.

Every province issues lists of textbooks which are authorized or recommended for use in its schools. It is the general policy that such lists should favor Canadian authors and publishers. Required textbooks are provided by the department of education in some provinces and, in the remainder, grants are made to school boards to help with the purchase of textbooks and additional resources and support materials.

POSTSECONDARY EDUCATION

The postsecondary system of education continues beyond grade 12 (11 in Quebec and 13 in Ontario). It includes degree- or diploma-granting activities carried on in universities, community colleges, vocational, technical, and trade institutes; and nondegree granting activities offered through the same institutions plus a vast network of other agencies which offer educational opportunities to adults of all ages.

Statistics Canada reports that Canada has 69 degree-granting universities, some of which are federated or affiliated with another university and 196 community colleges.[6] In 1982-83, over 290,000 students were registered full-time in credit programs in community colleges. In the same year over 420,000 full-time and 260,400 part-time students were registered in university credit programs.[7] Bachelor's degrees were awarded to 86,360 students, over 50 per cent of them women; and over 13,000 Masters and 1,700 Doctoral degrees were awarded in 1982.[8] Over 58,070 full-time teachers were employed in all parts of the postsecondary system.[9] While the number of students registered in the postsecondary system represented an increase over 1981-82, the number of teachers represented a decrease.

Technical and vocational education

Technical and vocational training is offered at both secondary and postsecondary levels. The federal government offers financial assistance to the provinces for the building and equipping of training facilities and for the development, administration, and implementation of vocational training programs. Some provinces, such as Ontario, offer limited training through their secondary schools. Other provinces, such as Newfoundland, offer none. However, all provinces offer technical or vocational training through various components of the postsecondary system.

All provinces have at least one community college which offers technical and trade programs, and most provinces offer trade programs through various specialized institutes. The College of Fisheries in Newfoundland, and the Institute on Mining Technology in Ontario are two examples. These

institutions were not legislated into existence in the same manner as community colleges (but are classed as community colleges by Statistics Canada). They receive financial assistance through federal funds, and train students for specialized occupations. Their students are eligible for postsecondary grants and loans from student loan plans.

Community colleges

Community colleges serve a number of functions. The mandate of community colleges is to serve the educational needs of students leaving the secondary system who wish occupational training in technological, commercial, or industrial areas, to offer educational opportunities to adults for both instrumental and expressive purposes, to offer all educational opportunities, for both credit and noncredit courses to adults who have not had the opportunity to complete their education and, in Quebec, to prepare students for entry into university. Alberta and British Columbia also offer university transfer programs, but these are not compulsory. Courses in community colleges vary from three- or four-year diploma courses, to weekend workshops for updating skills and knowledge, to short courses in recreational endeavors.

The range and type of courses in community colleges vary widely across Canada. For example, in Ontario, basic training for nurses currently takes place in community college settings. In Quebec, all potential university entrants must complete a two-year program at a Collège d'enseignement général et professionnel (CEGEP). In Saskatchewan, programs are developed to serve specific community needs, such as programs for the elderly. One community college in Saskatchewan is devoted to the education of native peoples. The organization of studies in many community colleges has been influenced by the needs and organization of professional groups and trade unions within the community, by provincial requirements for certification in various occupations, and by federal funding policies for manpower training programs.

The original intent of the community colleges was to offer a second chance to adult learners and to provide trained manpower for the local community. The current growth in community colleges took place largely between 1960 and

1970. Some colleges emerged from the transformation of local trade institutes during the expansion of vocational and technical training programs, the result of extensive federal funding interventions. Others, such as those in Saskatchewan, emerged from community pressures for increased community services. Still others, such as the system of CEGEPs in Quebec, emerged as part of a deliberate plan to expand and reorganize the entire educational system of the province.

Since their inception, the role and function of the community colleges have changed as need and economic conditions placed pressures on a system designed to be flexible and responsive. In Ontario, where the community colleges were designed originally to provide educational services to all those who wished such services, admission quotas are now being placed on courses, and admission requirements are increasing. In 1965, a prospective student could enter some diploma courses with a grade 10 education, less if they were defined as "mature" (i.e., older and more experienced) students. Today, the same program may require a minimum of grade 12, and the students requesting admission to it may have some university education.

These changes have occurred in part because of the success of the colleges, in part because of increasing unemployment among young adults, and in part because of financial restraints placed on the entire educational system by provincial governments. There has been an increase in the numbers of students requesting admission to courses which are designed to help them obtain jobs in a time of high unemployment. Therefore, the colleges can select from among applicants and may accept only the top students. The phenomenon of declining enrollments should have affected the colleges in the early 1980s. Instead, requests for admission have increased. In 1981-82, full-time enrollment in the community colleges was approximately 270,000 students. This number increased in 1982-83 to over 290,000 students.[10]

Not only do the colleges vary in terms of the programs offered, they also vary markedly in terms of the manner in which they are governed, their student population, their administrative structure, and their philosophical base. A community college is not viewed as a junior university nor is it an upward extension of the secondary school. Rather it is viewed as a new social phenomenon; one which offers increased

accessibility to adult learners through being located within local communities and through considerable leeway in terms of academic requirements for admission. Faculty are hired not so much for the degrees they possess as for their knowledge and skill in a profession, occupation, or trade.

Community colleges are usually governed through a board of governors appointed partly by the province and partly by the municipality in which the college operates. They are accountable to the province through the appropriate ministry - usually through a joint council of governors.

Universities

Canada's 69 degree-granting universities are also diverse, but their diversity has evolved from unique geographic, historic, economic, and social factors across the country. The eastern universities, the first established, were initially supported and controlled by religious institutions and modelled on European traditions, until provincial charters turned them into secular institutions. They tended to remain committed to the humanities, to pure research in the sciences, and to professional education, although in recent years many have begun to respond to community needs and social expectations.

The western universities were generally established by provincial charter and were often strongly influenced by the example of the land-grant colleges of the United States to develop strong commitments to extension programs, applied research, and community services.

Universities are generally governed through a lay board of governors and an academic council. Both board and council are accountable to the university community they serve, and report to the government through an appropriate provincial department or ministry. Universities are organized into faculties, presided over by deans. Each maintains responsibilities for determining admissions and requirements for graduation. Faculties of arts, science (both pure and applied), and commerce offer first level or Bachelor degrees. Professional faculties generally offer second level degrees of various types. Graduate studies at the Master or Doctoral level may be offered through individual faculties or through a division of graduate studies.

Each university decides its own admission standards. Most universities require that a student possess a graduation diploma from the secondary school system with marks above 60 per cent, although this minimum level has been increasing as demands for admission has increased. Mature students may be admitted even without a high school diploma, although many universities require that such students complete at least one course at the university level as a pre-admission requirement. For admission to professional faculties, universities generally require a first degree at the Bachelor level.

Provision is made at most universities for part-time students, for evening and weekend courses for credit, and for noncredit courses of general interest. Some universities offer courses through distance education modes, such as telephone conferencing, radio or television courses, or correspondence courses. Professional schools offer continuing education courses for their graduates to update skills and knowledge.

The university and college year runs from early September to late April or May, a period of time which covers two semesters. Some courses are offered over two semesters and some over only one. There is a move to utilize university and college facilities for the third or Summer semester. For example, during the Winter and Summer semesters, York University in Toronto offers a special program for secondary-school students who do not gain admission to the university in September or who have been undecided about requesting admission. These students complete their first year of studies in mid-July and are ready to begin their second year by September. Some universities offer work-study programs in which periods of work alternate with periods of study. Such programs utilize university facilities over three semesters as various groups of students move from one phase of the program to another.

Universities are financed through federal transfer funds, provincial grants, fees, donations, research grants, and so on. Universities have become increasingly dependent on provincial governments for operating funds. As a result, governments have become increasingly involved in the planning and development activities of the universities. In addition, each province offers financial assistance to assist individual students with the expense of postsecondary

education. Students must repay the loan part of the financial assistance they receive within five to 10 years of graduation.

CONTINUING EDUCATION

In the past 20 years, Canada's educational institutions and agencies have developed integrated strategies for responding to the learning potential and needs of all citizens at various stages of their adult lives. Over one-third of Canadian adults have taken at least one course since the initial interruption in their schooling.[11]

Diverse opportunities are offered either full-time or part-time, during the day or evening, through universities, community colleges, technical and vocational institutes, school boards, department of education correspondence courses, professional associations, community agencies, and through such learning-based institutes as libraries, museums and art galleries. School systems have greatly expanded their role in the field of adult education by providing opportunities for adults to form both evening and day classes for elementary and secondary school credit. Special interest activities are available through a wide variety of educational agencies.

THE FUTURE

Some general observations can be made on the challenge facing Canadian education as a result of such pressures as declining enrollments, an aging teacher population, economic restraints, technological lag, and demands for excellence in education. As always, economic and social changes affect the provision of facilities for schooling and the objectives and expectations with which education is identified.

The economic recession and unemployment have directed public attention to perceived shortcomings of educational systems. At the same time, there is increasing concern, especially among students, about the relevance of education to future employment. Accountability, both for expenditures and outcomes, has become a major public issue.

One response by provincial school systems has been to exercise greater control over a nucleus of core subjects. The second response, especially at the secondary and postsecondary levels, has been to institute programs which link education more closely to the world of work. Paradoxically, the present acute job shortage makes the operation of such programs increasingly difficult.

The current emphasis on vocational education and training is consistent with traditional attitudes in Canada toward schooling. Pragmatically viewed as a "means to an end," education has been primarily seen as preparation for work, and its value equated with future income. Canadian educators are not unaware of the dangers of sacrificing innovative learning to maintenance learning.[12] Perhaps the greatest dilemma faced by Canadian education systems today is how to respond to immediate, short-term needs without subverting the long-term cultural, intellectual, and creative roles which education must play in any society's future.

Despite, or perhaps because of, its historic religious, cultural, and regional differences, Canada has produced a comprehensive public school system which The Organization for Economic Cooperation and Development (OECD) observers described as "one of the least 'politicized' in the world."[13] In comparison with other industrialized countries, they commented that reforms in education, with the possible exception of recent changes in Quebec, have resulted more

from pragmatic considerations than from political concepts of the future. They viewed this as both positive, since it enabled rapid expansion and reform of educational systems, and negative because developments often appeared to lack clearcut guiding principles or purposes. "Canada has trodden its own path," the OECD report noted, "with an array of exceptionally active programs for vast quantitative expansion and significant qualitative change of the education system that are, however, derived from no explicitly-stated, overall national conception of the country's interest."[14]

There has been a common, national recognition of the demand for equality of educational opportunity for all individuals. This development is not without problems. Schools, particularly at the secondary level, must provide for children and young people with a wide variety of aptitudes, talents and, sometimes, handicaps. Such diverse needs bring into question the interpretation of what constitutes school success and what constitutes failure, and raises questions about how one can develop curricula to meet the needs of individual students.

Finally, attitudes toward vocational-technical education at the secondary level are probably of the greatest national significance. Despite efforts, vocational-technical education has not received the recognition given to courses with more academic content. The value of a university degree and its potential career and economic rewards is emphasized in Canada. Manual work is generally undervalued. An academically-oriented program of studies is normally required for university entrance. Vocational and technical training at the secondary level is often less highly regarded than, and frequently offered as an appendage to, academic courses. This situation reflects deep-rooted cultural and social values.

NOTES

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MAP OF CANADA, showing physical dimensions, provincial and territorial divisions and major cities.

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